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GLOBAL COOPERATION FRAMEWORK

Report of the Administrator

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 10	2
I. RESULTS AND LESSONS OF PAST COOPERATION	11 - 24	4
II. STRATEGY	25	6
III. OBJECTIVES AND PROGRAMME CATEGORIES	26 - 32	7
A. Framework and enabling environment for sustainable human development	28	7
B. Poverty elimination and sustainable livelihoods	29	8
C. Environment, natural resource management and energy	30	9
D. Advancement of women and gender equity	31	10
E. Management development and governance	32	10
IV. FINANCIAL AND MANAGEMENT ARRANGEMENTS AND EVALUATION	33 - 40	11
V. EXECUTIVE BOARD ACTION	41	12

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INTRODUCTION

1. In its decision 95/23 of 16 June 1995, the Executive Board merged resources for global, interregional and special activities into one line (1.3), to which it allocated 4.2 per cent of total UNDP resources (see table in decision 95/23). For programming purposes, the resources available for the next three-year programme period, 1997-1999, are estimated to be $110 million, which is net of approximately $16 million expected to be spent in 1996 in the form of borrowing. The term "global programme" will be used to refer to all global, interregional and special activities covered under line 1.3.

2. Recent decades demonstrate that there is no automatic link between economic growth and human development or between growth and sustainability. Well-targeted policy interventions are needed to bring about consistency among economic growth, social development and environmental protection. National efforts to develop such policies are complicated by several trends, such as globalization and rapid changes in science and technology.

3. Globalization offers tremendous benefits in terms of expanded trade and foreign direct investment, while new information technology opens opportunities for enhanced productivity as well as the ready transfer of knowledge on health, education, the environment and other vital areas. However, globalization and new technology also bring great risks, particularly to poor and marginalized groups. The new order puts people in touch but simultaneously maintains - and deepens - fissures between and within nations. Competition for resources is intensifying and economies are becoming increasingly skills-based; the concept of "jobless growth" is a reality in industrialized as well as developing countries.

4. Although significant progress has been made in terms of human development in all parts of the world, the international community is confronted with appalling conditions of poverty and underdevelopment. The challenge is made more difficult because of population growth and a rapidly degrading natural resource base. Least developed countries have limited access to financial resources (for example, less than 2 per cent of foreign direct investment), and high debt levels affect programme country capacity to support urgent socio-economic needs.

5. The long-term implications for development in the new world order are difficult to assess. Much research and analysis is required to understand the dynamics of globalization and rapid changes in technology and to develop methodologies and policies that integrate growth, social development and environment protection. Considerable headway has been made on the conceptual level as regards a vision of development that is people-centred, socially and economically sustainable and environmentally sound. However, comparatively little progress has been made in evolving effective, practical strategies.

6. UNDP has a special responsibility to evolve such strategies, given its mission to support national endeavours for sustainable human development, in line with national priorities. The creation of an integrated framework for development is necessarily a complex and time-consuming enterprise. There is

little experience of multidisciplinary cooperation, hence the importance of working in collaboration with others. Advancing such collaboration is one of the main aims of the 1997-1999 global programme.

7. In its decision 95/25 on "intercountry programmes", the Executive Board confirmed its decision 94/14 on the future of UNDP and initiatives for change as the basis for "... all future United Nations Development Programme-supported global, interregional and regional programmes (paragraph 2)". Thus, the organization is mandated to address the four cross-cutting areas of poverty elimination, employment and sustainable livelihoods, advancement of women, and environmental protection and regeneration. Priority is given to poverty elimination, and to interventions such as governance and management of development, the transfer and adaptation of technology, and support for technical cooperation among developing countries.

8. Decision 95/25 also stressed the need to strengthen "linkages between national programmes and relevant global, interregional and regional programmes in order to improve the impact of all these programmes (paragraph 4)".

9. At the country level, UNDP makes an impact through the implementation of the country strategy note (CSN) and country cooperation framework (CCF). Its programmes are implemented predominantly through the programme approach, which supports country priorities by (a) defining policies, (b) developing capacities, and (c) coordinating external and internal resources to maximize impact. At the regional level, UNDP resources also develop capacity, but with a specific focus on region-wide institutions, partnerships and funds. In addition, these programmes promote integration and cross-fertilization of experience at the regional level, build on common country concerns and initiatives, and provide a regional and subregional umbrella to catalyse experience and solutions.

10. The specific contribution of the global programme is to:

(a) Initiate and strengthen global partnerships, drawing on the United Nations system, in particular, partners in the Joint Consultative Group on Policy and the regional commissions, as well as on non-governmental organizations, the private sector, the academic community and centres of excellence to respond to commitments made at United Nations conferences in areas relating to the UNDP focus, for example, the enabling environment for development, sustainable livelihoods for poor women and men, environmental sustainability, and gender-sensitive policy frameworks;

(b) Identify and analyse emerging global issues and trends that can be advocated and addressed by multilateral cooperation in programme countries, for example, economic management as it relates to trade and poverty, and rapid advances in information technology that may exclude countries or large groups of people within countries;

(c) Support research, pilot and demonstration projects that address problems common to many programme countries, for example, water resource management, sustainable agriculture, energy efficiency, and access to resources and information by poor women and men;

(d) Evolve multidisciplinary development approaches to promote consistency among economic, social and environmental imperatives, and build on national experience to evolve policy and programme tools that advance the theoretical and operational basis for sustainable human development overall, as well as for poverty elimination and other focus areas;

(e) Carry the lessons of experience at the country level to the interregional and global levels, and facilitate learning and replication to support programme countries in areas such as poverty measurement and monitoring, capacity development, natural resource management;

(f) Support the application of policy and programme tools in the formulation of national programmes, through the development of a network of individuals and institutions that can assist in formulation and implementation.

I. RESULTS AND LESSONS OF PAST COOPERATION

11. During the fifth cycle, resources available under global programmes provided support for strategic global research; resources available under interregional programmes provided support for the application of new technologies; and resources available under special programme resources provided support for the promotion of key thematic areas identified by the then Governing Council. A mid-term review of the global and interregional programme (DP/1995/47/Add.1) was made available to the Executive Board at its third regular session in 1995, while a formal evaluation of global, interregional and regional programmes is scheduled for completion in September 1996. The results of these evaluations as well as a recent evaluation of special programme resources will be built into the programme formulation process. At this stage, it is possible to give some preliminary findings about the impact of fifth-cycle programmes.

Global and interregional programmes

12. During the fifth cycle, the UNDP contributions to wheat and rice research and development within the Consultative Group on International Agriculture Research (CGIAR) network helped farmers in developing countries produce an extra 50 million tons of food a year - enough to feed 500 million people. Vaccines, drugs, tests and vector-control techniques were developed and used in national primary health care programmes worldwide, potentially benefiting tens of millions of people.

13. Virtually all global and interregional programmes include a capacity-building component designed to enhance the capabilities of scientists and other specialists of various types, ranging from those in government ministries to those in community groups. For instance, the Train-X network now comprises four United Nations agencies and over 200 national training centres.

14. UNDP established and directed multi-partnership programmes in several key areas. For instance, UNDP is among the co-founders of such major international undertakings as CGIAR (annual budget: $300 million); the UNDP/World Health

Organization (WHO) World Bank Special Programme of Research and Training in Tropical Diseases ($25 million); the UNDP/WHO/United Nations Children's Fund/ World Bank Diarrhoeal Diseases Control/Acute Respiratory Infection Programme ($14 million); the UNDP/World Bank Water and Sanitation Programme ($12 million); and the Consultative Group on the Children's Vaccine Initiative.

15. In addition, global and interregional programmes influenced country-level investments during the fifth cycle. With $17 million from global and interregional allocations, the UNDP/World Bank Water and Sanitation Programme managed to mobilize another $26 million from bilateral donors and $5 million from the World Bank, building on $4 billion worth of investments and targeting over 100 million people, primarily the poor.

Special programme resources

16. Special programme resources successfully spurred innovative and catalytic initiatives in the UNDP focus areas, including new programme ideas, methodologies for involving participants, approaches to delivering assistance, and the creative utilization of new technologies. The initiatives catalysed resources and built national capacity for analysis and implementation of sustainable human development.

17. In the environmental area, for example, a UNDP Handbook and Guidelines for Environmental Management was produced and used in a training programme offered in over 115 countries for over 3,000 people. It demonstrated the need for participatory methods and the inclusion of non-governmental organizations (NGOs), and served to integrate an environmental perspective into development planning. The Sustainable Development Networking Programme now links national government, research, academic, media, NGO and private sector information users in more than 20 countries.

18. Important contributions were made to gender-mainstreaming through support to national assessments of the status of women in approximately 20 countries; the analysis of the impact of economic transition on women in the former Soviet Union; and the Gender-in-Development Capacity in Africa Programme, which partners African intergovernmental organizations and national institutions of planning and research.

19. UNDP-managed round tables and consultative groups improved the aid coordination process and helped to redirect technical cooperation assistance towards people-centred sustainable development. Through these mechanisms, some $500 million has been mobilized for the Lao People's Democratic Republic, $100 million for Maldives, and $400 million for the Gambia.

20. The Management Development Programme supported policy and programme development based on new concepts and tools in 82 countries in five regions. Among other things, this promoted greater service-orientation in public administration in China, improved delivery of basic social services in Pakistan, assisted Mongolia's transition to a more market-oriented economy, increased civil society participation in Angola, reorganized the public sector in Côte d'Ivoire, assisted the reconstruction process in Cambodia, and furthered

democratization in Georgia. In all these cases, UNDP seed money attracted government and third-party resources.

21. Anti-poverty policy and programme development was supported in the Gambia, Zimbabwe, Nepal, Philippines and Morocco, among others. Two community-based pilot initiatives, the Partners in Development Programme and the Local Initiatives for Urban Environment (LIFE) Programme, provided small grants directly to communities to support sustainable livelihoods and government-civil society partnerships.

22. Substantive contributions were made to key global events, such as the World Summit for Social Development and the Fourth World Conference on Women, and allowing UNDP to respond to urgent needs such as the health-development link in the human immunodeficiency virus (HIV)/acquired immune deficiency syndrome (AIDS) epidemic.

Lessons learned

23. Programme lessons learned in each of the global, interregional and special programme resources categories during the fifth cycle include: the importance of demand-driven community-based approaches, techniques for participatory development, relevance of partnerships to sharing common strategies and resources, and the importance of long-term commitments to achieve results from research, pilot and demonstration projects. In addition, experience in the fifth cycle pointed to the need to design activities in a way that: (a) strengthens the research capacities of institutions in the South, addresses cross-sectoral research, and links the research agenda more closely to United Nations conference recommendations; (b) directly links regional and country needs and priorities to the focus mandated by the Executive Board; and (c) brings diverse activities within a unified programme framework.

24. In terms of management lessons, the variety of rules, procedures and guidelines for the 27 different special programme resources categories led to inconsistent decisions and a lack of clarity in the lengthy processes to obtain, use and account for funds. This has been addressed for the next programme period by limiting the number of categories to five and establishing uniform mechanisms for funding.

II. STRATEGY

25. Based on the relevant Executive Board decisions and past experience, three types of interventions are proposed for the global programme.

(a) Promotion of global partnerships, research and advocacy to enable programme countries to access the best knowledge and technological innovations available so as to enhance their capacities. This work will be undertaken by the Bureau for Policy and Programme Support (BPPS), in collaboration with the regional bureaux and other units, such as the Office for United Nations Support and Services and the Special Unit for Technical Cooperation among Developing Countries, as well as with United Nations system partners and networks of centres of excellence and institutions;

(b) Development and testing of new policy and programme strategies and tools, including frameworks, guidelines, indicators, methodologies and others, by capturing and sharing lessons between regions, supporting some highly selective and strategically targeted pilot and demonstration activities at the country level, and promoting the organization's corporate ability to programme core and matching funds in a way that is truly people-centred, environmentally sound and economically and socially sustainable. The design, development and validation of policy and programme tools will be undertaken by BPPS, in close collaboration with the regional bureaux, to ensure complementarity with regional and country programmes. Modalities for this collaboration include: inter-bureaux task forces, outposted staff, steering committees, decentralization of country-level pilot testing, and joint work-planning. Collaboration with development partners will also be an important feature of all work in this area;

(c) Support for policy and programme formulation. BPPS will respond to requests from regional bureaux and country offices for substantive support in policy, programme and project formulation, thereby helping to enhance the overall quality and focus of UNDP regional and country interventions, with the understanding that actual programme implementation will be financed from other sources, in keeping with the new successor programming arrangements. This process will be managed jointly by BPPS and the regional bureaux. Funding will be earmarked by region, managed by BPPS, and jointly supervised by BPPS and the respective regional bureau.

III. OBJECTIVES AND PROGRAMME CATEGORIES

26. The overall objective of the global programme is to support access to world class development knowledge and best practices for poverty elimination, as well as for the creation of employment and sustainable livelihoods, the advancement of women, and the protection and regeneration of the environment, all within an enabling environment for development.

27. The five programme categories are: (a) the framework and enabling environment for sustainable human development; (b) poverty elimination and sustainable livelihoods; (c) the environment, natural resource management and energy; (d) the advancement of women and gender equity; and (e) the management of development and governance. The objectives, initial programme proposals and outputs for each of the five categories of the global programme are outlined below. While it is possible to indicate outputs, it will only be possible to clearly state the intended impact and performance criteria once proposals are fully developed.

A. Framework and enabling environment for sustainable human development

28. In this category, the objective is to help to fulfil the recommendation of the World Summit for Social Development for the establishment of an enabling environment for people-centred, sustainable development (global, regional and national), and to support the development of national capacity to manage

development through multidisciplinary approaches that are socially equitable, economically viable, gender-sensitive and environmentally sound. Initial programme proposals and outputs include:

(a) Macro-policy frameworks and methodologies: the development and dissemination of tools and analytical studies to contribute to the ability of national planners to establish consistency between economic, social and environmental imperatives so that poor women and men can achieve better standards of living in environmentally sustainable conditions;

(b) Indicators: the development of a set of indicators to monitor progress in achieving people-centred and sustainable development, their production and testing in five countries, and the dissemination of the results, so as to measure the impact of development interventions on the lives of poor women and men;

(c) Civil society participation: the development of methodologies by learning network to promote participation by civil society in development;

(d) Poverty elimination-natural resource management nexus: the production of five case studies and operational guidelines to promote best practice in integrating efforts for poverty elimination and natural resource management;

(e) Information technology: the further development and expansion of the Sustainable Development Networking Programme, as well as a new programme of action-oriented research, and pilot and demonstration testing of new approaches to enable programme countries to avoid exclusion and to utilize the potential of information technology;

(f) Capacity development: the testing of capacity development approaches and operational guidelines and the dissemination of results, in order to evolve approaches to capacity development that are both institution- and society-based, thereby advancing social capital and strengthening people's capacity to manage their lives, their institutions and their environment.

B. Poverty elimination and sustainable livelihoods

29. In this category, the objective is to assist the international community and programme countries to meet World Summit for Social Development commitments to reduce poverty and create employment and sustainable livelihoods and to support national capacity for action in these areas. Initial programme proposals and outputs include:

(a) Poverty-sensitive macroeconomic frameworks: the testing and dissemination of analytical and technical tools to provide operational guidance on how to approach the challenge of poverty reduction within the national macroeconomic framework, and as an input into overall macropolicy frameworks with the potential to have a positive impact on the lives of poor women and men;

(b) Poverty measurement: the further development, piloting and dissemination of poverty data collection methodologies, with the aim of reducing

the time and costs to programme countries, while expanding the qualities and dimension of data;

(c) Social development: the production of a series of case studies on lessons learned from the achievement and limitations of existing mechanisms dealing with national poverty reduction and social sector assistance;

(d) Sustainable livelihoods: the piloting and sharing of new approaches to the concept of sustainable livelihoods such as enterprise development under private auspices, thereby contributing to increased access by poor women and men to resource and information;

(e) HIV/AIDS: the production of 10 case studies to share lessons learned in the area of addressing HIV/AIDS in a cross-thematic manner, in collaboration with the Joint and Co-sponsored United Nations Programme on HIV and AIDS.

C. Environment, natural resource management and energy

30. In this category, the objective is to fulfil the goals established by the United Nations Conference on Environment and Development in, inter alia, Agenda 21, by supporting country capacity for the management and sustainable use of natural resources in support of sustainable human development. Initial programme proposals and outputs include:

(a) Sustainable agriculture and food security: the promotion of sustainable food production in rural communities, through the expansion of the Sustainable Agriculture Network; the dissemination and application of results from agro-ecological on-farm research; the development and pilot testing in selected countries of high-impact international initiatives, including support to CGIAR, undertaken to advance the frontiers of research and action on sustainable agriculture and food security;

(b) Forestry: support for the development of national capacities for sustainable forest development and management, through the forest capacity development programmes, and refining and testing the UNDP Forest Partnership Agreement Initiative in up to five countries; support for global debate on sustainable forest development, through participation in the Intergovernmental Panel of Forests; and the piloting of intersectoral initiatives in a few countries, for example, rural electrification based on biomass from restored degraded lands;

(c) Water: the development and initiation of a strategy for capacity-building for sustainable water management; the successful launching and initiation of activities for the Global Water Partnership; and the enhancement of capacities for ocean and coastal management, through identification and sharing of successful initiatives;

(d) Sustainable energy: the promotion of sustainable energy and support for rational energy use, with a focus on renewable sources, energy efficiency and conservation, and the dissemination of approaches to development of national energy policies;

(e) Environmental economics: the testing of ways to use economic instruments and tools to integrate environment and natural resource management goals in national planning for development; the promotion of the integration of environmental costs and resources into the system of national accounts and economic planning and the development and pilot testing of indicators to assess progress towards sustainable development.

D. Advancement of women and gender equity

31. In this category, the objective is to help to implement the mandates of the Fourth World Conference on Women, by developing national capacity to ensure that development policy, legislation and programmes are gender-sensitive. This programme category will be developed in close consultation with the United Nations Development Fund for Women. Initial programme proposals and outputs include:

(a) Gender-disaggregated data: the development of five methodologies based on pilot-testing and interregional experience to strengthen capacities to build gender-disaggregated socio-economic data into policy frameworks, legislation, decision-making and resource allocation;

(b) Gender analysis: the establishment of a learning network and 10 methodologies, the development and testing of pilot programmes, and the production and exchange of five best practice case studies to further integrate the capacity for and results of gender analysis into UNDP and other development programmes;

(c) Global commitments: the placement of mechanisms in 10 countries for assistance to Resident Coordinators as well as the production and dissemination of performance indicators to help to monitor the progress of Governments towards global conference commitments with regard to the advancement of women.

E. Management development and governance

32. In this category, the objective is to help to fulfil the mandates of the World Summit for Social Development and the Second United Nations Conference on Human Settlements (Habitat II) by contributing to national capacity for participatory governance and management of development. Initial programme proposals and outputs include:

(a) Participatory governance: the development, testing and dissemination of at least 10 country-specific approaches to build capacity for participatory governance and to assist countries in their planning and programmes, through partnerships that involve Governments, parliamentarians and NGOs;

(b) Decentralization: the provision of support for and documentation and dissemination of 15 innovative practices of capacity-building for local-level government and national decentralization, and, drawing on the experience of 20 countries, the development of tools, instruments and processes to strengthen

management capacities to decentralize policies, planning, resources, implementation and accountability;

(c) Aid management and accountability: the testing and dissemination of guidelines and methodologies to support capacity for aid management and accountability, in order to help build government, private sector and civil society capacities to better manage the implementation of resources in a more transparent and people-centred manner;

(d) Urban management: the strengthening of the participation and empowerment network, and the implementation, documentation and dissemination of 20 country-anchored programmes, disseminated to integrate critical issues of environment, transportation and energy use, poverty, and governance in urban settings (and specifically in megacities), leading to city-wide investments and action plans;

(e) Economic and financial management: the development of approaches to strengthen capacity for economic and financial management, particularly debt management and management of trade relations as related to poverty alleviation.

IV. FINANCIAL AND MANAGEMENT ARRANGEMENTS AND EVALUATION

33. Of the $110 million in resources estimated to be available under line 1.3 for the period 1997-1999, $3 million is earmarked for support to the Human Development Report Office and $9 million is earmarked for contingencies. The balance of $98 million in line 1.3 resources will be earmarked for each programme category (see chapter III above), as specified in table 1 below.

Initial earmarking of funds for the global programme by programme category

	Category A	Category B	Category C	Category D	Category E	Total
Indicative allocation	15 per cent	25 per cent	25 per cent	10 per cent	25 per cent	100 per cent

34. Resource mobilization targets will be established for each programme category as individual proposals are formulated.

35. The Director of BPPS will manage category A. Responsibility for category B will be decentralized within BPPS to the Director of the Division for Social Development and Poverty Elimination (SEPED), and for category C, to the Director of the Sustainable Energy and Environment Division (SEED), for category D, to the Director of SEPED, and for category E, to the Director of the Management Development and Governance Division.

36. A balance will be established within each programme category between the three types of interventions: global partnerships, research and advocacy;

policy and programme concepts and tools; and support for policy and programme formulation. The amounts allocated will depend on the extent of work already accomplished in each category. For example, more has been achieved in terms of programmes and policies in the area of governance and management development than in poverty elimination and sustainable livelihoods, so it is likely that the manager of funds for management development and governance will allocate less money to produce programme and policy tools, while the manager of funds for poverty elimination will allocate more.

37. As described in Section II above, collaboration with the regional bureaux will be especially close with regard to policy and programme strategies and tools and support for formulation of policy and programmes, as ensured by joint work-planning, outposted staff, inter-bureau task forces, and other means.

38. Project documents will be formulated for programme proposals within the overall global cooperation framework. The documents will provide clear statements of objectives and areas of activity, performance indicators and impact criteria, by which to assess progress towards the achievement of objectives. Each project will be submitted for technical review and clearance to a bureau Programme Advisory Committee (PAC), to be convened by BPPS and to which representatives of the regional bureaux and other UNDP units will be invited. The development and implementation of global programme proposals will be closely linked to the corporate work plan and to joint annual work-planning exercises, to ensure complementarity and avoid duplication of effort.

39. A range of execution modalities will be used, including national execution and agency execution, as well as NGO execution and other modalities under development. As in the case of regional programmes, subcontracting to global, regional and national institutions is particularly relevant.

40. The global programme is subject to the evaluation arrangements established for all successor programme arrangements in Executive Board decision 95/23. Annual reports on each category will be provided by division directors to the Director of BPPS. For the third year, an independent evaluation of each category will be undertaken as part of the overall evaluation of the global programme. At that time, a progress report on the global programme will be presented to the Programme Management Oversight Committee, together with recommendations to either roll over the programme or establish a new framework. The report and recommendations will then be presented to the Executive Board at its third regular session in 1999. A full report of the evaluation of the global programme will be made available to the Executive Board as a conference room paper at the same session.

V. EXECUTIVE BOARD ACTION

41. The Executive Board may wish to approve the present global cooperation framework.